National Military Joint
Intelligence Center.

Defense Intelligence Agency (Joseph M. Juarez)

# Challenging
# Joint Military Intelligence

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**Summary**

Military intelligence was shaped over four decades by the Soviet threat, emerging weapons systems, and increasing defense budgets. A sea change began with the demise of the old Soviet empire, the crisis in the Persian Gulf, and growing involvement in U.N. peace operations and humanitarian efforts. The Defense Intelligence Agency (DIA) is adjusting to successor threats, including regional instability, low-intensity conflict, terrorism, counter-narcotics, nuclear proliferation, and chemical and biological weapons—all within a joint environment. DIA must adapt its collection/production/dissemination cycle to a quickened operational pace and fewer resources. With technology now allowing intelligence to be treated as an integrated whole, the restructuring of DIA, and a focus on unified commands, the military intelligence community has gone back to basics while retaining the flexibility needed to underpin support of joint warfighting into the next century.

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| **Report Documentation Page** | *Form Approved*<br>*OMB No. 0704-0188* |

Public reporting burden for the collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to Washington Headquarters Services, Directorate for Information Operations and Reports, 1215 Jefferson Davis Highway, Suite 1204, Arlington VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to a penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number.

| 1. REPORT DATE<br>**1994** | 2. REPORT TYPE | 3. DATES COVERED<br>**00-00-1994 to 00-00-1994** |
|---|---|---|
| 4. TITLE AND SUBTITLE<br>**Challenging Joint Military Intelligence** | | 5a. CONTRACT NUMBER |
| | | 5b. GRANT NUMBER |
| | | 5c. PROGRAM ELEMENT NUMBER |
| 6. AUTHOR(S) | | 5d. PROJECT NUMBER |
| | | 5e. TASK NUMBER |
| | | 5f. WORK UNIT NUMBER |
| 7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES)<br>**National Defense University,Institute for National Strategic Studies,Fort Lesley J. McNair,Washington,DC,20319** | | 8. PERFORMING ORGANIZATION REPORT NUMBER |
| 9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES) | | 10. SPONSOR/MONITOR'S ACRONYM(S) |
| | | 11. SPONSOR/MONITOR'S REPORT NUMBER(S) |
| 12. DISTRIBUTION/AVAILABILITY STATEMENT<br>**Approved for public release; distribution unlimited** | | |
| 13. SUPPLEMENTARY NOTES | | |
| 14. ABSTRACT | | |
| 15. SUBJECT TERMS | | |

| 16. SECURITY CLASSIFICATION OF: | | | 17. LIMITATION OF ABSTRACT<br>**Same as Report (SAR)** | 18. NUMBER OF PAGES<br>**8** | 19a. NAME OF RESPONSIBLE PERSON |
|---|---|---|---|---|---|
| a. REPORT<br>**unclassified** | b. ABSTRACT<br>**unclassified** | c. THIS PAGE<br>**unclassified** | | | |

**Standard Form 298 (Rev. 8-98)**
Prescribed by ANSI Std Z39-18

Few questioned the roles of the military establishment in the early years of our Nation: the Army dominated the land while the Navy concentrated on the sea. Some mix of missions occurred following World War I as the military potential of flight was seriously considered. But during World War II, with the designation of theaters of operation, an interesting phenomenon arose—a commander in chief (CINC) from one service often led thousands of personnel from others.

The impetus for joint command stemming from World War II extended to the creation of the Joint Chiefs of Staff (JCS). The National Security Act of 1947 not only institutionalized JCS but hastened the formation of a separate Air Force and, eventually, the Department of Defense. At a 1948 meeting in Key West, the chiefs carved out the broad, individual functional areas that remain intact to this day. Jointness came of age with the Goldwater-Nichols Act which requires the Chairman to adjust service functions as appropriate to "achieve maximum effectiveness of the Armed Forces." This provided a fillip to joint task forces (JTFs)—a hybrid military element with components from two or more services. JTFs were the composite contingency force of choice.

**the fundamental elements of the mission of military intelligence have not changed**

In the 1993 *Report on the Roles, Missions, and Functions of the Armed Forces of the United States*, the Chairman recommended extending JTFs to peacetime. Moreover, JTFs are the predominant means of executing military operations, relying upon service components for specific capabilities. Accordingly, Army and Marine Corps elements comprise joint ground components of JTFs, while Marine and Navy elements make up joint maritime components. Each of the services logically contributes to the joint air and special operations components of JTFs.

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**F–117 Stealth Fighter attacking Iraqi facility.**

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## Intelligence Keeps Pace

Throughout this evolution, intelligence has pressed to keep pace. The imperative to do so was heightened by the lessons learned from Operations Desert Shield/Desert Storm and subsequent contingency operations. In fact, in the last few years the intelligence community has concentrated on finding more innovative ways of supporting joint warfighting and providing this support more rapidly and efficiently. Lately defense intelligence has also begun to shift attention to transforming peacetime organizations and activities to more closely approximate how the intelligence community would fight during wartime.

The fundamental elements of the mission of military intelligence—to provide unique insight to operating forces, reduce uncertainty for decisionmakers, and project future threat environments for the systems acquisition community—have not changed. What has changed very dramatically in several recent cases is the international military balance. By the late 1980s defense intelligence had evolved over a period of nearly forty years in response to the threat posed by the Soviet Union; the proliferation of multiple, complex weapons systems and intelligence associated with their design and employment; and a corresponding increase in the size of the defense budget. During these four decades a dynamic Soviet threat and U.S. response to it spawned large, capable service component and departmental intelligence organizations focused on intelligence problems related to this threat.

The intelligence community was primarily concerned with adequate capabilities to support the mission of anticipating, monitoring, deterring, and containing Soviet aggression or advantage. Significantly, systematic intelligence interest in other countries or regions, unless somehow tied to Soviet issues, was marginal at best. The former Soviet Union was in many respects a very simple intelligence problem, but it was one that required remarkably sophisticated capabilities to manage. For example, during the height of the Cold War, Strategic Air Command headquarters employed some 1,500 intelligence professionals, bolstered by unmatched civilian depth and expertise within the Defense Intelligence Agency (DIA) to evaluate

the Soviet nuclear arsenal. Similarly, the Navy needed a robust anti-submarine warfare program to monitor the design and operation of the Soviet submarines capable of surprise attack. And the Army required thousands of intelligence personnel scattered across Europe as a critical force multiplier to help NATO keep tabs on a numerically superior Soviet armored force.

But then came the great collapse. In the span of a few short years, the world witnessed:

▼ the demise of communism in the Soviet Union and Eastern Europe

▼ the dissolution of the Warsaw Pact

▼ the crumbling of the Soviet empire and emergence of newly independent states

▼ the end of the Cold War with a diminished military challenge to the West

▼ war in the Middle East and subsequent heavy American involvement in U.N.-sponsored peace operations and humanitarian assistance in Iraq, Somalia, and the Balkans.

### Realigned and Refocused

Intelligence unquestionably helped win the Cold War by offsetting the imbalance between NATO and the Warsaw Pact. Yet by the time that paradigm no longer applied, and before the West even had a chance to celebrate its victory, defense intelligence moved on to more pressing matters. Primary among them was modifying—in some cases creating from scratch—a structure that would enhance the ability of the military intelligence community to address the challenges of a different, emerging, global military environment.

*intelligence requirements to support battlefield operations have become simply mind-boggling*

There are some who claim intelligence never met a threat it did not like. A truer dictum is that intelligence only reluctantly gives up threats it knows best. Today's threats are different from yesterday's and in many respects considerably less predictable. These uncertain threats—regional, low-intensity conflict, terrorism, nuclear proliferation, and chemical and biological weapons—have emerged as defense intelligence's new priorities. Equally important is supporting the expanding involvement of military forces in efforts to alleviate global stress points, whether they involve the use of force or the provision of assistance.

The intelligence community is still responsible for providing the best possible intelligence on regional force capabilities, plans, dispositions, and objectives. It also retains the requirement to understand the conflict environment, whether the mission is containing aggression, keeping the peace, or feeding the starving. In each case, military intelligence must provide information on the means of access to an operational area, plus data on the terrain, climate, and the cultural context in which the Armed Forces will operate.

We should not be deluded, for even with these course adjustments for defense intelligence the task of providing support for force application is neither easier nor simpler than it was during the Cold War. In fact it is probably more difficult. For example, the development of precision-guided "smart" weapons has placed an untold strain on intelligence resources. Operation Desert Storm offered critical lessons regarding intelligence support to sophisticated weapons. Among the most critical was that such systems are voracious consumers of intelligence. For instance, in the past the identification of a specific targeted building sufficed. Today precision delivery capabilities require further identification—down to a particular room in that targeted building. This increase in the level of targeting detail demands exacting geo-positional data, near-real time imagery, and fused all-source intelligence.

Even more, intelligence requirements to support battlefield operations have become simply mind-boggling, from collecting and correlating battlefield activities to developing target packages based on precision analysis, and from assessing battle damage to relaying assessments in near-real time to the operational commander. As a result, intelligence simply must situate itself within the operational cycle rather than outside it. In other words, the intelligence collection, production, and dissemination cycle must be compressed so that it fits within the operational cycle for targeting to support strike and restrike operations. Also, as force modernization and acquisition programs are focused on fewer systems, comprehensive assessments of projected conflict environments become critically important. In developing these assessments intelligence must forecast both the nature and focus of military conflict in the next

twenty years with sufficient precision to define requirements for advanced weapons systems and force structure.

So defense intelligence faces a broad spectrum of global geopolitical changes that requires supporting new and increasingly complex missions. The military intelligence community is at the same time attempting to manage the transition from its Cold War posture to one appropriate for the new world disorder. This would be a herculean challenge in and of itself. But in addition defense intelligence is embarking on this transition in a period marked by a reduction in resources which far



Loading intelligence equipment on aircraft.

outstrips the annual increases required to build capabilities in the first place. The fiscal reality for intelligence is simple, yet stark— its budget levels will soon approximate those for 1982.

In the Defense Intelligence Agency (DIA), for instance, actions are already under way that will eliminate nearly 1,000 billets by FY97. Throughout the General Defense Intelligence Program (GDIP), for which the DIA Director serves as manager and which funds most military intelligence resources supporting joint forces and defense acquisition, projected cuts will approach 5,000 billets by FY97. Along with these reductions will go many of the capabilities developed in another era to address another problem entirely. The magnitude of programmed cuts— and some advocate even larger reductions— will leave intelligence with little flexibility to devote resources to developing new capabilities to counter future threats.

With the dual challenge of more missions and fewer resources, the military intelligence community views increased jointness as a potential solution. Specifically, the military intelligence leadership is focusing on embedding joint culture in all operations and is continually searching for innovative

ways to align peacetime structures and activities to ease the transition to war. Defense intelligence is leveraging advances in automation, communications, and interactive video not only to survive in this new world, but to improve its ability to provide a high-quality product to its customers.

In my *ex-officio* role as Director of Military Intelligence, I have engaged and empowered military intelligence leadership to fight this battle better. These leaders are working together more than ever before to solve the community's most troublesome problems and manage its activities coherently and communally. They have developed a planning approach that permits identification of critical missions and supporting intelligence functions required to meet them, and established a methodology to rationally restructure the community during this period of downsizing so that no essential capabilities are sacrificed along the way.

### The Joint Environment

DIA began this process by institutionalizing the functions of the Pentagon-based, national-level Joint Intelligence Center (JIC) which proved so valuable during the Gulf War. Established in the aftermath of that conflict, the National Military Joint Intelligence Center (NMJIC) is a crisis-oriented, multi-service, multi-agency intelligence clearinghouse and tasking center which forms the heart of timely intelligence support to national-level contingency operations. Assigned analysts and indications and warning personnel monitor world trouble spots and guide formation of intelligence working groups to monitor events more closely as situations intensify. These working groups can be expanded into intelligence task forces. DIA can also activate an Operational Intelligence Crisis Center in the Defense Intelligence Analysis Center (DIAC) at Bolling Air Force Base, a move that allows NMJIC personnel to have rapid access to DIA's extensive analytic expertise.

After the Gulf War the current intelligence functions of all service intelligence organizations were the first elements to be consolidated in NMJIC. Later agencies such as the National Security Agency and Central Intelligence Agency also provided full-time representatives to NMJIC. These elements can be augmented easily and rapidly in

Naval Historical Center (Jacobs)

**Building relief map of Rabaul**, New Britain, circa 1943.

U–2R/TR–1 reconnaissance aircraft.

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*mechanisms have been established to share intelligence with crisis centers supporting the United Nations*

large-scale crises that demand greater participation by community elements. Depending upon the nature of the crisis, NMJIC can also accommodate intelligence support from other national-level agencies and departments, such as the Federal Bureau of Investigation and Department of State.

With a staff arrayed both functionally (for example, terrorism or narcotics trafficking) and regionally (on areas such as the Middle East or Africa), NMJIC hosts various intelligence working groups and task forces formed to address contingencies around the world. During actual crises, NMJIC serves as a clearinghouse for all requests for national-level intelligence information. Field elements forward intelligence requirements to NMJIC where they are either satisfied immediately using existing resources or farmed out to other agencies, such as service intelligence organizations, for more detailed study. All responses back to field elements are routed through NMJIC.

Interface mechanisms have also been established that allow NMJIC to share appropriately sanitized intelligence information with crisis centers supporting the United Nations

and countries that have formed coalitions with the United States.

In addition to permanently establishing NMJIC following the Gulf War, DIA spearheaded an effort to consolidate theater intelligence assets into centers at major combatant commands. These JICs have become primary nodes for intelligence support to CINCs. Through them, the analytic community provides detailed intelligence analysis against priority targets. Within them defense intelligence has established a capability for the daily monitoring of events throughout each CINC's area of responsibility. JICs perform similar functions for CINCs as NMJIC does for elements in Washington. In commands with worldwide missions JICs concentrate on tailoring and applying intelligence for local use that is developed primarily at national level. In commands with specific regional responsibilities, JICs possess full-up production capabilities as well as collection assets to develop intelligence concerning their areas of interest. This information is frequently enhanced by intelligence provided from the national level.

Critical to the success of these JICs is the ability to process fused intelligence from
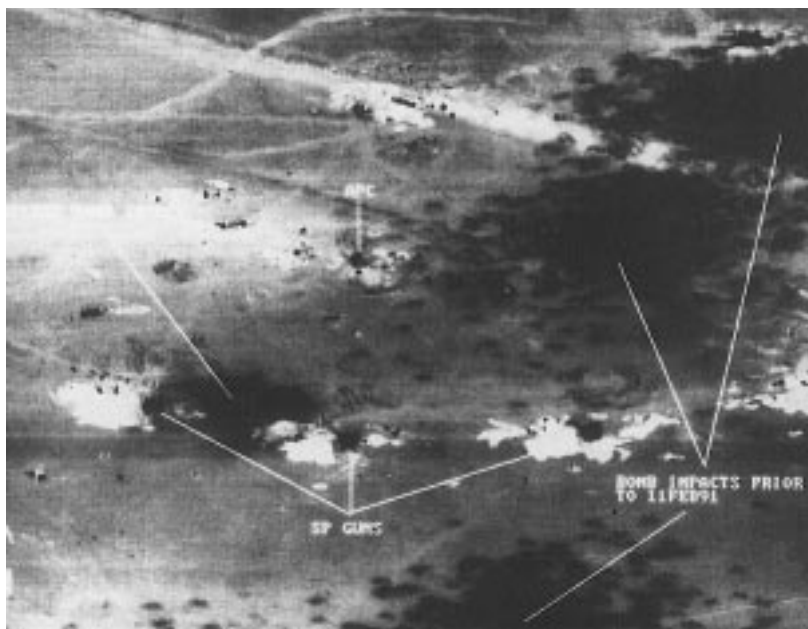
Effects of airstrikes
shown in imagery
from U–2R/TR–1.

multiple sources for theater battle management, and then transmit it further down the warfighting chain to tactical level. Accordingly, the defense intelligence leadership is promoting uniform standards for military intelligence information and communications systems which link the national, theater, and tactical levels. The foundation of this process is the Joint Worldwide Intelligence Communications System (JWICS) and the Joint Deployable Intelligence Support System (JDISS).

JWICS is a sensitive compartmented information (SCI)-secure, high-capacity, multimedia communications system that offers the military intelligence community a wide range of capabilities, including a secure video and audio service for both video telecasting and teleconferencing. The system also provides conventional network services for collaborative electronic publishing, the electronic distribution of finished intelligence, and tools to accommodate the transfer of reference imagery, maps, and geodetic materials, as well as other high-end graphics products. DIA is using JWICS to broadcast its innovative, daily, national-level, classified intelligence updates. Officially designated the Defense Intelligence Network, the system is commonly called "classified CNN."

JDISS, on the other hand, is a deployable system that, when tied into JWICS, becomes the interface between the military intelligence community's national and theater intelligence centers and subordinate tactical commands. Essentially, it extends the national-level intelligence community's reach down to the lowest tactical level on the battlefield. JDISS offers such applications as word processing, electronic mail, mapping, graphics, electronic publishing, bulk transfer of data, and a capability for direct analyst-to-analyst conversation. JDISS users also have the potential to access other important data bases and applications throughout the system.

To illustrate how quickly advancing technology and operational requirements are pushing us let me cite a real-world JWICS example. Originally, JWICS was planned for introduction early in 1993. To validate the concept, intelligence planners intended to wire the system's components at DIA initially and test them via experimental links to the Navy's intelligence complex in Suitland, Maryland, and Atlantic Command compound in Norfolk, Virginia. But a complication emerged. While preparations were being made to install JWICS at Suitland and Norfolk, the United States launched Operation Southern Watch with the intention of prohibiting offensive Iraqi air operations against the Kurdish minority located south of 32 degrees North latitude. Having committed to this operation without even a fraction of the massive infrastructure available during Desert Storm, the defense intelligence community found itself confronting communications problems similar to those identified repeatedly in lessons learned reports following the Gulf War. Among them were how to disseminate imagery in near-real time, how to share data, and how to communicate effectively with the JTF commander in the region.

The community's solution was to gamble on technology and, instead of shipping JWICS to Suitland and Norfolk, it was sent to Riyadh, Saudi Arabia, where it worked exactly as planned. JWICS facilitated the establishment of a 24-hour electronic window through which NMJIC-based intelligence watch officers could literally reach into the JTF Joint Intelligence Center in Southwest Asia, and vice versa. This JWICS link to U.S. forces during subsequent strike operations in

DIA is currently overseeing the most significant restructuring of Human Resources Intelligence (HUMINT) in DOD history. Under this effort DIA is consolidating the HUMINT assets of all the services with its own to form Defense HUMINT Services (DHS), a new joint field operating activity subordinate to Director, DIA, in his capacity as DOD HUMINT manager. The activity was created last summer by then Deputy Secretary of Defense William J. Perry. DHS is subordinate to the National Military Intelligence Collection Center.

DHS was established to manage HUMINT given the constraints of diminishing resources while more rapidly and efficiently focusing assets on targets worldwide. The transfer of functions and resources is being accomplished in phases and is scheduled to be completed when the activity becomes fully operational in FY97. All the services are represented on a transition team which is focusing on structural and procedural changes in HUMINT during the formation of DHS.

Iraq provided exceptional mission planning support and the best battle damage assessment up to that time. Since then JWICS has become integral to all intelligence support efforts, including those for U.S. and allied forces in places such as the Balkans and Somalia.

This new architecture provides a revolutionary capability for secure communications. For example, some time ago I had discussions with intelligence personnel on *USS George Washington* operating at sea using the JWICS videolink in my Pentagon office. The possibilities of analyst-to-analyst, national-to-tactical-level communications are only beginning to be realized. Technology is providing the capability to treat intelligence as an integrated whole, another fundamental lesson of Desert Storm. Defense intelligence will soon be able to provide a variety of products to support operating forces at virtually any location for immediate application on the battlefield. The early success of secure communications systems demonstrates the validity of advanced computer technology to establish interactive intelligence connectivity between National Command Authorities, JICs at major warfighting commands, JTFs, and ultimately tactical forces.

### Restructuring DIA

The community leadership has been working hard to develop a structure and accompanying processes to meet its new mission. Within DIA the restructuring efforts went back to basics, and in what was the most profound reorganization in the agency's 32-year history, we conceived at the top but built from the bottom a new organization based on the traditional intelligence constructs of collection, production, and infrastructure. Importantly, the new structure was designed to serve as the institutional base for coherently managing military intelligence. In the new DIA, five of its previous nine directorate-size elements, plus other subordinate offices, merged into three major centers—namely, the National Military Intelligence Collection Center (NMICC), the Production Center (NMIPC), and the Systems Center (NMISC)—each of which performs critical functions.

▼ *Collection Center.* Manages all-source intelligence collection, both acquiring and applying collection resources to satisfy current and future DOD requirements. The center also manages the defense community's entire spectrum of Human Resource Intelligence (HUMINT) programs, and the Measurement and Signature Intelligence program. Finally, NMICC controls the Defense Attaché System which has personnel posted in one hundred countries.

▼ *Production Center.* Produces or manages production of military intelligence for DOD and non-DOD agencies. For instance, the center produces all-source, finished intelligence concerning transnational military threats; regional defense; combat support issues; the weaponry, doctrine, and combat capabilities of foreign militaries; foreign military-related medical advances; and foreign nuclear, chemical, and biological weapons developments. Both the Missile and Space Intelligence Center at Huntsville, Alabama, and the Armed Forces Medical Intelligence Center at Fort Detrick, Maryland, are now part of this center within DIA.

▼ *Systems Center.* Computer/automated data processing (ADP) nerve center which provides information services and support to DIA and other agencies in the national intelligence community. These services include ADP support, communications, engineering and maintenance, information systems security, imagery and photo processing, and publication and dissemination of intelligence reference products.

### Military Intelligence Board

Throughout this reorganization I have been aided immensely by the Military Intelligence Board (MIB) which is composed of the service intelligence chiefs; Director for Intelligence (J-2), Joint Staff; Deputy Assistant Secretary of Defense for Intelligence; Director of the Central Imagery Office; Associate Deputy Director for Operations at NSA; and other senior DOD officials. I chair MIB in my capacity as the Director of Military Intelligence (DMI), which is distinct from my role as the Director, DIA.

MIB proved its worth during the Gulf War when it played a critical role in fostering greater cooperation within the military intelligence community. Since that time MIB has met virtually every week and provided a forum for senior community leaders to oversee program development, review integrated programs and budgets, resolve programmatic issues of mutual concern, and deal with substantive intelligence matters.

As this modus operandi matures, we envision empowering the service intelligence chiefs as Deputy Directors of Military Intelligence. In this way, they will acquire recognized responsibility and authority to assist in the management of military intelligence as an integrated community for their respective warfare areas.

**intelligence data no longer bypasses CINCs as it flows from national level to service elements**

These reorganization efforts, coupled with a rethinking of the way defense intelligence does business, meshes well with the new combat construct for regional contingencies that has emerged recently. At the top of what Pacific Command calls the theater "two-tiered warfighting model" is the unified command which monitors the regional military situation and provides direction as well as strategic and operational focus for forces in the theater. It also maintains combatant command over associated JTFs. Beneath the unified command are service components that provide forces and sustain logistics for the theater, and JTFs which coordinate activities of the combat forces and provide direction to tactical forces.

To reiterate, intelligence data no longer bypass CINCs as it flows from national level to service elements in the field. National-level intelligence activities are centralized in NMJIC where service and intelligence community representatives are consolidated. Data funneled via NMJIC flows in turn through unified command JICs and on to JTFs, which significantly have subordinate to them not individual Army, Navy, Marine Corps, and Air Force components, but land, sea, air, and special operations forces.

Achieving this level of jointness in peacetime has not been without its share of confusion. Likewise, overlaying this structure with a corresponding, complementary template for intelligence support—and then



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SR–71.

making it reality by applying appropriate high-technology and providing a solid organizational underpinning—has also presented a challenge. As we learned in restructuring DIA, the concept was simple, but the devil was in the details. But this was clearly a concept whose time had come. The challenges to joint military intelligence today are much different from those of the Cold War years. The community's responses have also been different. In short, we have returned to the basics of intelligence, and in doing so I believe we have fundamentally changed our ways for the better. Most importantly the organizational structures are sufficiently flexible to sustain military intelligence into the next century. To harken back to Baron Rutherford, we in defense intelligence have not only begun to think, we have begun to act as well.                                    **JFQ**